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PUBLIC FACILITIES ELEMENT

Lemon Grove General Plan

Public Facilities Element

INTRODUCTION

Implementing the Vision

Public facilities collectively refer to utilities (water, sewer, power and telecommunications services) and public services (schools, library, law enforcement and fire protection). In urban areas like Lemon Grove, neighborhoods and businesses depend on efficient, accessible public facilities and infrastructure. Our Vision for the Future summons opportunities for personal growth and community life, enriched cultural and urban amenities, and a prosperous business community. The availability of reliable public facilities helps achieve these goals.

Purpose

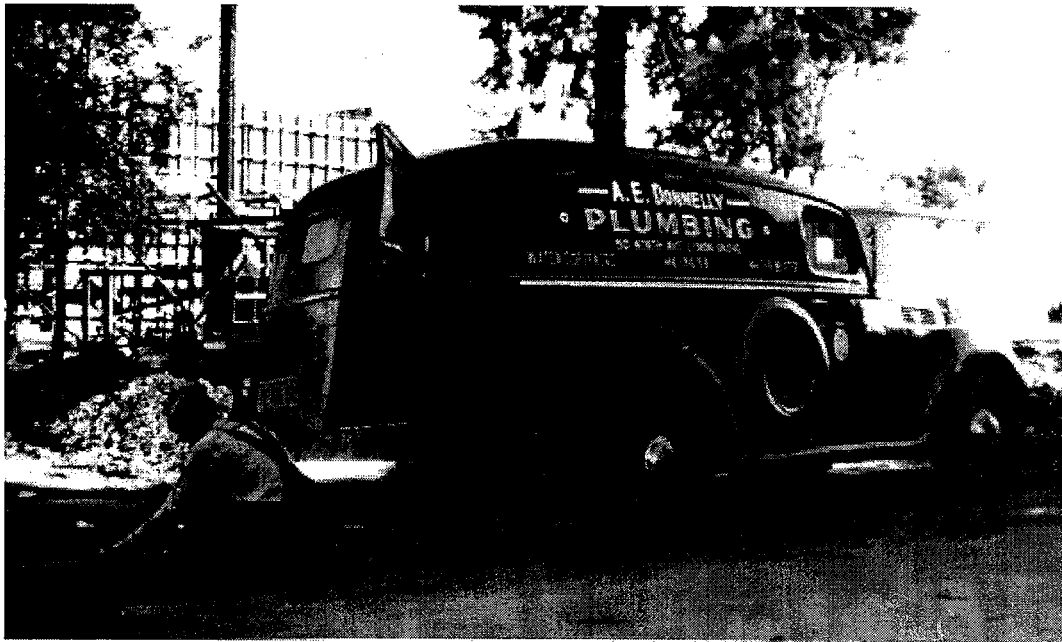
While state planning law requires cities to adopt specific elements in their general plans, the California Government Code does not require a public facilities element. However, the Code permits a general plan to include other elements and subjects that relate to the physical development of a city, like public facilities (Section 65303). Once an optional element has been adopted, it becomes a full-fledged part of the general plan, with the same legal force and effect as one of the mandatory elements. The Lemon Grove Public Facilities Element is prepared under the provisions for optional elements, and addresses the public facilities and services needed by future development as well as the existing community.

Scope

"Water, sewer, electricity, natural gas, telephone, cable, solid waste, fire protection, law enforcement, schools and library facilities and services are examined in this element."

The Public Facilities Element establishes the community's plan to provide and maintain infrastructure and public services. In addition to ensuring that today's residents and businesses are adequately served by infrastructure and services, the City must make sure that future development also can be served without diminishing the service to existing users. This element addresses the broad range of public facilities relied upon by Lemon Grove, including public facilities supplied by the City and those supplied by other agencies and private companies. Water, sewer, electricity, natural gas, telephone, cable, solid waste, fire protection, law enforcement, schools and library facilities and services are all examined in the following pages of this element.

Other General Plan elements consider public facility issues. Transportation facilities, such as roads and transit service, and parks and recreational



First sewer connection near Avalon Cafe, northeast of Golden Avenue and Lemon Grove Avenue, 1947. Photo courtesy of Lemon Grove Historical Society.

programs are also important public facilities, but are respectively covered in the Mobility Element and Conservation and Recreation Element. Although the Public Facilities Element addresses water service and solid waste collection services, the Conservation and Recreation Element covers water conservation and waste recycling.

"The Public Facilities Element is organized into three sections:

- 1) Introduction,
 - 2) Objectives and Policies and
 - 3) Plan."
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The Public Facilities Element is organized into three sections: 1) Introduction, 2) Objectives and Policies and 3) Plan. This Introduction explains the relationship between the element and the *General Plan* Vision for the Future, state planning requirements, and related plans and programs. In the section entitled Goals and Objectives, the public facility issues are summarized and goals and objectives addressing the issues follow. An *objective* represents the desired end point or goal while a *policy* signifies a broad, general rule or course of action to achieve the objective. All of the goals and objectives extend from the Vision for the Future.

The Public Facilities Plan - the final section of the element - directly builds on the objectives and policies. The plan describes the framework for implementing the objectives and policies and summarizes the steps that will help the community to realize the Vision for the Future. Specific implementation measures for the Public Facilities Element are provided

INTRODUCTION

in the *General Plan Implementation Manual*. All of the objectives and policies in this element are directly represented by one or more implementation measures.

Related Plans and Programs

As described below, several plans and programs influence public facilities and services in Lemon Grove.

"...several plans and programs influence public facilities and services in Lemon Grove."

Series 8 Regional Growth Projections

The San Diego Association of Governments (SANDAG) prepares growth forecasts for San Diego County. The most recent forecast, called Series 8, was released in finalized in 1995 and estimates population and residential growth out to 2015. Series 8 indicates that population will increase by approximately 25 percent between 1990 and 2015, reaching 29,697 persons, and housing will increase by approximately 20 percent, from 8,638 to 10,374 units. The Series 8 projections are based on the 1980 General Plan land use policies. Growth projections based on the Land Use Plan in the 1996 General Plan indicate that population could increase to 28,046 and housing could increase to 9,777 units by 2015, (see the Community Development Element).

Regional Growth Management Strategy

The *Regional Growth Management Strategy* was adopted by the San Diego Association of Governments Board in 1993. Adoption of the strategy was mandated by the voters through Proposition C, the Regional Planning and Growth Control Initiative. The strategy takes a "quality of life" approach to growth management, establishing standards, objectives and policies related maintaining the high quality of life factors enjoyed in the region. Overarching goals include natural resource management and ensuring adequate infrastructure and public services for projected growth. Specific policies relate to the efficient provision of water and sewer service and solid waste management. Through a joint powers agreement, the local cities including Lemon Grove have agreed to certify the consistency of their general plans with the *Regional Growth Management Strategy*.

Long-Range Service Plans

Most of the service providers have long-range service plans that identify the infrastructure improvements needed to serve new development. The Public Facilities Plan, the last section of the element, discusses the providers' long-range service plans in relationship to local service needs.

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Public Facilities Element

OBJECTIVES AND POLICIES

Water and Sewer

The Helix Water District provides municipal water service in Lemon Grove, which includes operation and maintenance of the water distribution infrastructure. The sewer service - the collection and disposal of wastewater - is furnished by the Lemon Grove Sanitation District. The entire City contains established water and sewer infrastructure.

Objective 1.0: *Adequate and reliable water and sewer service.*

Policy 1.1: Cooperate with Helix Water District by facilitating water facility maintenance and improvements required for new development.

Policy 1.2: Participate in Helix Water District's long-range planning programs.

Policy 1.3: Identify improvements to the sewer system needed to accommodate existing demand in addition to anticipated development.

Policy 1.4: Participate in regional planning programs for wastewater treatment and reclamation.

Power

Power sources in Lemon Grove include both electricity and natural gas and adequate infrastructure is distributed throughout the City.

Objective 2.0: *Sufficient electrical and natural gas service.*

Policy 2.1: In conjunction with the power service provider(s), help identify power infrastructure improvements required for existing and new development.

Policy 2.2: Work with the power service provider(s) to continue undergrounding utility facilities and removing overhead facilities.

OBJECTIVES AND POLICIES

Telecommunications

Burgeoning telecommunication services - presently consisting of telephone and cable - allow residents and business to interact with the global community from remote locations. Telecommunication technologies and capabilities continue to advance at accelerated rates.

Objective 3.0: *State-of-the-art telecommunication services.*

Policy 3.1: To facilitate a competitive business climate, encourage telecommunication service providers to install state-of-the-art infrastructure in Lemon Grove.

Policy 3.2: Monitor new cellular and wireless facilities to minimize community impacts.

Solid Waste

The City contracts with a private company to collect residential, commercial and municipal solid waste. Local solid waste services include recycling.

Objective 4.0: *Efficient solid waste collection and disposal service.*

Policy 4.1: Maintain regular solid waste collection services to safeguard public health and local aesthetics.

**Fire Protection and
Law Enforcement**

Fire protection services are provided by the Lemon Grove Fire Department, and the City contracts with the County Sheriff's Department for law enforcement services. Both the Fire Department and Sheriff's Department serve the community from centrally located stations.

Objective 5.0: *Maintain sufficient levels of fire protection and law enforcement services to protect public safety and property.*

Policy 5.1: Continue to adequately staff the Fire Department to ensure that response time standards for emergency calls are met.

Policy 5.2: Upgrade the Fire Department equipment as required to protect the public from fire hazards, and ensure the safety of the fire fighters.

Policy 5.3: Provide adequate law enforcement service to meet the City's response time standards.

OBJECTIVES AND POLICIES

Policy 5.4: Continue supporting a local law enforcement office to enhance public safety.

Policy 5.5: Encourage the law enforcement provider and Fire Department to actively participate in the community.

Schools

The Lemon Grove School District operates the elementary and middle schools in the community. Local high school students attend Mount Miguel and Helix High Schools, which are operated by Grossmont Union High School District.

Objective 6.0: Schools that cultivate and educate the children, and serve as neighborhood centers.

Policy 6.1: Work closely with the school districts to identify needs for public education facilities and programs.

Policy 6.2: With the school districts, co-sponsor extra-curricular recreation and educational programs.

Policy 6.3: Assist the school districts in expanding volunteer assistance.

Policy 6.4: Coordinate with the local school districts to ensure campus and student safety.

Library

The Lemon Grove Library is operated by the San Diego County Library, and is presently located within a commercial area on Broadway.

Objective 7.0: *A library that facilitates intellectual and cultural pursuits, and serves as a center for community life.*

Policy 7.1: Participate in library planning programs to ensure availability of adequate local facilities and services, including state-of-the-art information services.

Policy 7.2: Consider relocating the library to the planned civic center to increase its role as a community center.

OBJECTIVES AND POLICIES

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Public Facilities Element

PLAN

Water and Sewer

Water and sewer services are critical, interrelated components of the City's infrastructure system. Households, businesses and civic facilities all rely upon safe, clean water. An efficient sewer system is required to collect and transport wastewater to a treatment plant.

Water

"About 90 percent of the district's water supply originates in northern California or the Colorado River basin..."

The Helix Water District provides water service in Lemon Grove. About 90 percent of the district's water supply originates in northern California or the Colorado River basin and the remaining ten percent consists of local runoff within the San Diego region. The imported water is purchased from the San Diego County Water Authority, which obtains supplies from the Metropolitan Water District. Water is treated at the R.M. Levy Water Treatment Plant and distributed throughout Lemon Grove by various lines. The main components of the local system consists of a 3.99 million gallon storage tank and a 27-inch transmission line located in Main Street (see Figure PF-1).

"Since the City is almost completely developed, the district's long-range plans primarily consist of maintaining the water infrastructure."

Since the City is almost completely developed, the district's long-range plans primarily consist of maintaining the water infrastructure. Overall the distribution lines in Lemon Grove are in good condition and are adequate to meet the service needs of the City. Older, deteriorated facilities are repaired as needed through the district's ongoing replacement program. The City will work closely with the district to identify faulty lines or capacity deficiencies, and facilitate the construction of improvements. To make sure that Lemon Grove's water needs are fairly represented, the City will participate in the district's long-range and master planning programs.

The capacity of localized portions of the system may require enlargement to accommodate the increased demand from new development. The City will require developers to coordinate with Helix Water District and identify necessary improvements. District policy requires developers to fund all improvements and then grant the new facilities to the district for operation and maintenance. To ensure that facilities will not be oversized and induce undesired growth, the City will request that the capacity of

new facilities reflect the development levels anticipated by the *General Plan*.

Sewer

The Lemon Grove Sanitation District provides sewer service within the City. The County of San Diego originally staffed and managed the district. When Lemon Grove incorporated in 1977, the City obtained responsibility for the district. The Public Works Department manages the district and contracts out for maintenance tasks. Figure PF-1 shows the location of the main trunks, which direct wastewater to the Point Loma wastewater treatment plant, operated by the City of San Diego Metropolitan Wastewater Department (Metro).

Long-range planning guidance is provided by a comprehensive engineering study conducted in 1981. While the study provides direction for future improvements, the recommended capacity enhancements may be too big due to exaggerated population growth estimates and unanticipated water conservation practices. While sewer service and adequate capacity are available throughout the City, system reliability depends on continued maintenance. Most of the sewer infrastructure is in good condition, but some trunks exhibit signs of deterioration and need replacement. The Lemon Grove Sanitation District will continue to identify damaged and deteriorated lines and prioritize improvements according to damage severity and potential public health hazards. The district will also participate in Metro's long-range wastewater treatment and reclamation planning programs.

For new development and redevelopment projects, the Lemon Grove Sanitation District, with assistance from the developer, will identify necessary infrastructure improvements to accommodate any increase in service demand. Developers will be required to fund all improvements and then grant the new facilities to the district for operation and maintenance. The district will size facilities to reflect the development levels anticipated by the *General Plan*.

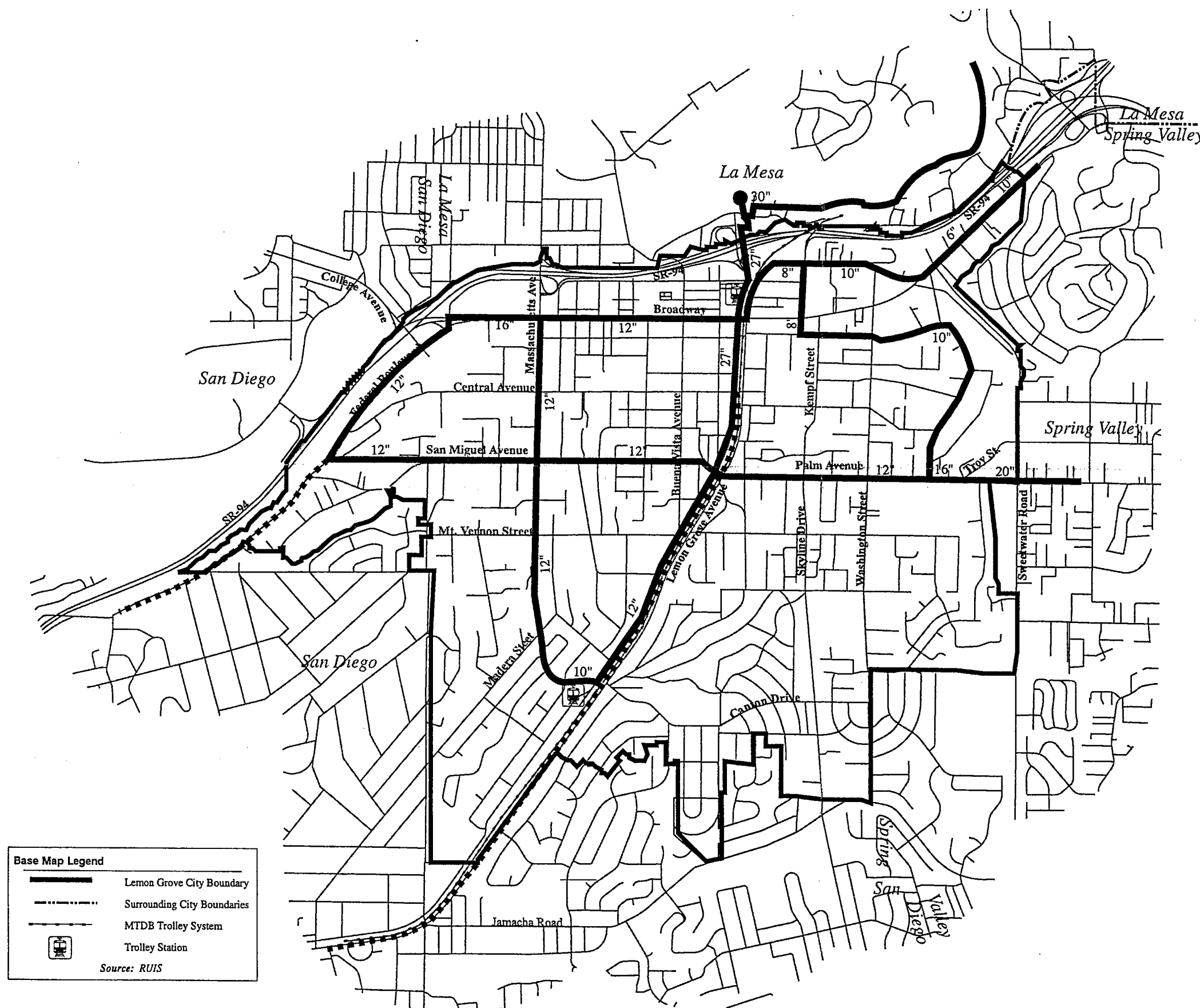
Small islands within the City lie outside of the district, and wastewater disposal in these areas relies on septic systems. There is also sporadic septic system use within the district. While septic systems can be appropriate for residences on large lots in rural areas, public health problems can arise from septic system use in urbanized areas. The Lemon Grove Sanitation District will continue to encourage property owners with septic systems to connect to the sewer system. This will require

"Most of the sewer infrastructure is in good condition, but some trunks exhibit signs of deterioration and need replacement."

"The Lemon Grove Sanitation District will continue to encourage property owners with septic systems to connect to the sewer system."



Public Facilities Element



Base Map Legend

- Lemon Grove City Boundary
- Surrounding City Boundaries
- MTDB Trolley System
- Trolley Station

Source: RUIS

Legend

- Water distribution system
- Wastewater distribution system
- Tank

NOTE: Wastewater from the City is also deposited into the Sweetwater trunk, which is operated by the County.
Source: City of Lemon Grove, 1995

NOTE: All locations are approximate
Source: Helix Water District, 1995

1 inch = 2,000 feet

Figure PF-1
Water Distribution and
Wastewater Collection Systems

annexing the new property into the district with approval from the Local Agency Formation Commission.

Power

San Diego Gas & Electric presently provides power service to the City. However, recent federal statutes will soon allow competitive power providers to serve the greater San Diego region including Lemon Grove. The City will coordinate closely with service providers wanting to enter the local power market to reduce the potential for overlapping infrastructure or environmental impacts.

"...both [electrical and natural gas systems] have capacity for future development and redevelopment projects."

Electricity is distributed via 4,000- and 12,000-volt lines throughout the City, and facilities lie both above ground and underground. The main natural gas distribution line extends down Lemon Grove Avenue and smaller lines branch out to serve the City. Both the electrical and natural gas systems adequately serve the City, and both have capacity for future development and redevelopment projects. San Diego Gas & Electric continually monitors the electrical and natural gas systems to ensure that adequate capacity is available for projected growth. The City will require that developers coordinate with the power provider(s) to identify service requirements and any necessary infrastructure improvements.

Undergrounding overhead power lines would enhance aesthetics in local business areas and neighborhoods. Each year, San Diego Gas & Electric allocates funds to convert overhead electric distribution lines to underground lines. Under the provisions of California Public Utility Commission Rule 20A, the City may designate major streets for undergrounding overhead lines. However, conversion of other overhead utilities such as telephone and cable lines requires separate funding. Major streets should be targeted for underground lines and specific projects planned in coordination with the appropriate providers.

Telecommunications

"Technological advancements continue to yield more efficient communication options."

Telecommunication services in Lemon Grove presently consist of telephone and cable services, provided respectively by Pacific Bell and Cox Cable. Both the telephone and cable infrastructure adequately serve local residents and businesses and can accommodate anticipated development.

Technological advancements continue to yield more efficient communication options. State-of-the-art telecommunication services facilitate a competitive business climate. Furthermore, telecommunication

services allow residents to set up home offices which decreases commuting, enhances neighborhood security and gives working parents flexibility. Both of the existing telephone and cable providers are upgrading infrastructure to facilitate high speed data transmission and interactive video capabilities. The City will urge telecommunication service providers to install high-tech facilities in Lemon Grove. The City will also advocate constructing new office and industrial buildings with state-of-the-art telecommunications circuits.

Several companies provide cellular and wireless telephone service in the San Diego region and each company has individual infrastructure requirements. To avoid community impacts, the City will promote co-locating new cellular and wireless facilities with existing utility infrastructure, locating facilities in non-residential areas, and facility designs that blend in with the surrounding area.

Solid Waste

"Efficient solid waste collection protects public health and encourages a neat and clean community."

Urban communities like Lemon Grove generate considerable amounts of trash. Efficient solid waste collection protects public health and encourages a neat and clean community. The City contracts with a private service provider for solid waste collection and disposal.

To ensure good service, the City will continue to monitor the provider's activities and request service modifications to serve the community's changing needs. The City will also continue to sponsor an annual clean-up day with the provider, giving residents the opportunity to properly dispose of large, bulky items. Residents will also be encouraged to properly dispose of household hazardous materials at designated regional hazardous waste collection days. The City will continue to reduce the waste stream impacting landfills through expanded solid waste recycling and reuse, according to the *Source Reduction and Recycling Element*.

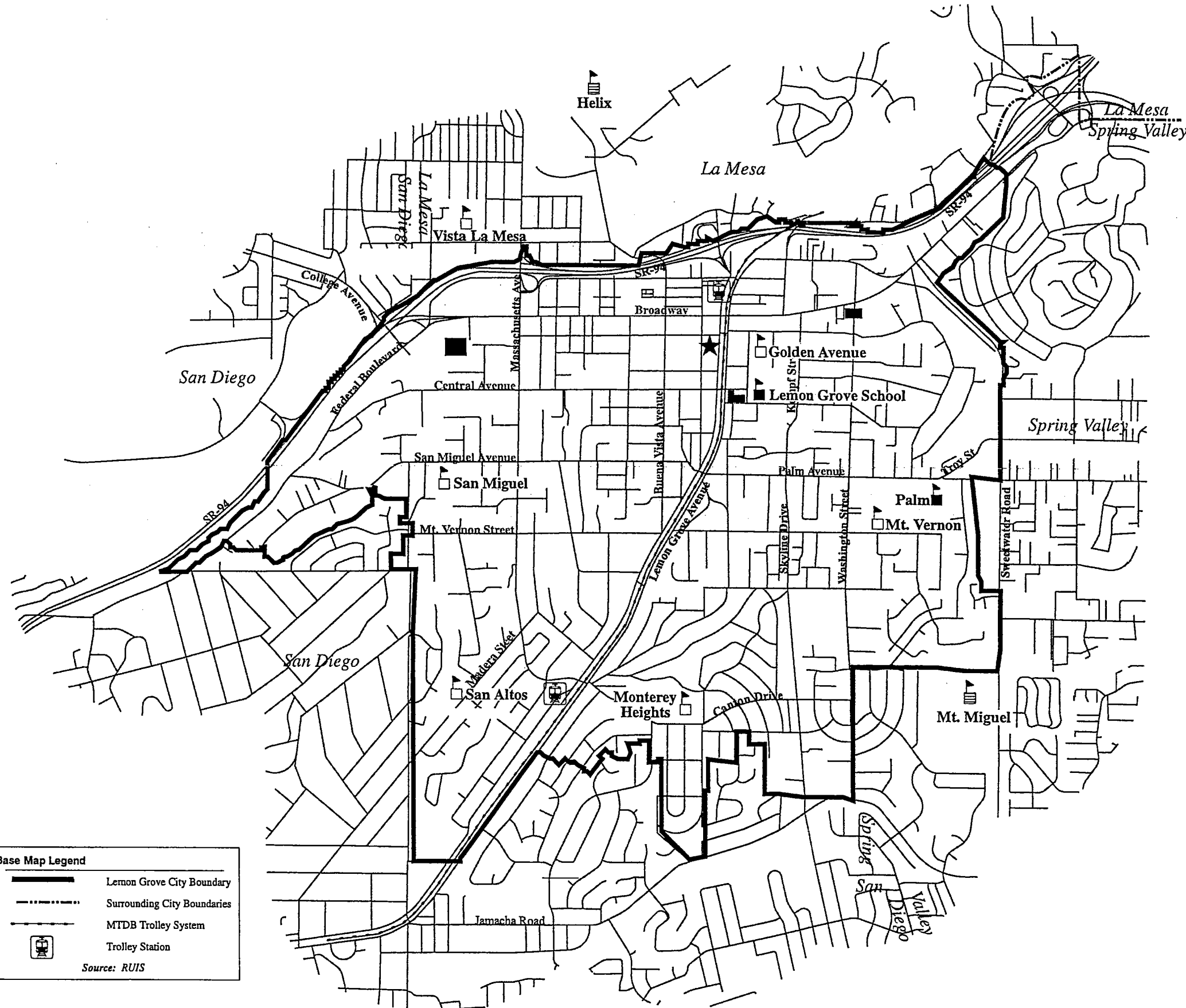
Fire Protection and Law Enforcement

Fire protection and law enforcement services contribute to a safe, secure community. In Lemon Grove, fire protection along with emergency medical services are provided by the City's own Fire Department. The City contracts with the County of San Diego Sheriff's Department for law enforcement. Both the Fire Department and Sheriff's stations are centrally located within the community, facilitating quick access to the entire City (see Figure PF-2).

Several strategies will facilitate dependable, competent fire protection services. The City will continue using a service standard to help determine



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Base Map Legend

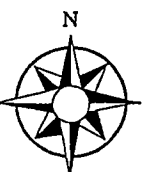
- Lemon Grove City Boundary
- - - - - Surrounding City Boundaries
- - - - - MTDB Trolley System
- Trolley Station

Source: RUIS

Legend

- Fire Station
- Sheriff's Station/City Hall
- Elementary School
- Middle School
- High School
- Library
- County Social Services Office

Source: City of Lemon Grove, 1995.



1 inch = 2,000 feet

Figure PF-2
Public Services Facilities

if public safety is adequately protected. Fire Department staffing and equipment will be expanded as needed to meet the service standard and minimize hazards to the staff and public. The Department will continue to enhance its capabilities and staffing through mutual aid agreements with fire departments in the surrounding communities.

"Effective fire protection and law enforcement requires two-way relationships with the community."

The City will work with the Sheriff's Department to provide law enforcement services that meet unique community needs and afford suitable protection from crime. Service standards will be used to help determine whether the City is obtaining appropriate service. Service contracts with the Sheriff's Department will reflect these service standards, respond to local demographics and crime trends, and emphasize crime prevention. Maintaining the Sheriff's station in Lemon Grove will facilitate local additional law enforcement presence in addition to the contracted staffing. The City should also continue to support and help recruit for citizen crime prevention programs like the Retired Senior Volunteer Patrol (RSVP) and Neighborhood Watch.

Effective fire protection and law enforcement requires two-way relationships with the community. The staff must understand the unique needs and conditions in the community and the public must lend support to the departments' programs. The City will encourage the Fire Department and Sheriff's Department to actively participate in all facets of community life, including involvement in area business, senior and youth activities. The Safety Element contains strategies to reduce fire hazards and crime.

Schools

"The welfare of the entire community in part relies on competent, stable schools."

The welfare of the entire community in part relies on competent, stable schools. The primary goal of schools obviously is to educate and nurture local children, our future leaders. Schools also contribute to neighborhood life by providing social centers, recreational facilities and open space. The direct relationship between residential property values and school ratings reflects the significance of good schools. The Lemon Grove School District operates the local elementary and middle schools while high school students attend Grossmont Union High School District schools. Long-range planning by the districts consists of forecasting local student populations and identifying the staff and facilities required to sufficiently serve new and existing students. The Lemon Grove School District anticipates 1,540 new students between 1993 and 2010.

Lemon Grove recognizes that new residential development will increase the number of local students attending school. To safeguard competent

"Community goals to provide youth recreational programs and positive alternatives overlap with the schools' objectives to cultivate student character, creativity and academic prowess."

educational opportunities for each child, the City will work closely with the school districts to help formulate strategies to overcome any existing or anticipated overcrowding and facility limitations. Students need safe, secure environments to reach their learning potential. Student safety is a priority for both the City and school districts, requiring joint efforts to identify potential threats and the actions required to restore peaceful conditions.

The community and schools share similar long-range ambitions. Community goals to provide youth recreational programs and positive alternatives overlap with the schools' objectives to cultivate student character, creativity and academic prowess. The City will co-sponsor recreational and educational programs for area youth with the school districts. Well-maintained schools provide a source of neighborhood pride in addition to a safe student environment, and efforts to enhance school grounds will be actively supported. The City will help organize campus clean-up days in conjunction with parents, students, civic groups and businesses in the community. Interaction between the community and schools will be further developed through expanded volunteer assistance in local classrooms.

Library

"The City intends to help the library move to the planned civic center, facilitating its use as a cultural center..."

The Lemon Grove Library has provided a community focus for intellectual and cultural pursuits. The library, operated by the San Diego County Library, is presently hidden in a commercial area and residents would like the facility's prominence in the community restored. In future years, the City intends to help the library move to the planned civic center (see the Community Development Element). Accessibility to the library will increase, facilitating its use as a cultural center for residents of all ages and ethnic backgrounds.

Other strategies will help to promote library use. By participating in County Library planning programs, the City can request books, facilities and state-of-the art information services that reflect local demographic and ethnic interests. The community significantly benefits from the Friends

of Lemon Grove Library fundraising for the library and provide outreach programs promoting literacy. The City should assist the Friends in these endeavors by advertising events and helping find corporate sponsors for funding.



Lemon Grove Library at northeastern corner of Golden Avenue and Imperial Avenue (now Lemon Grove Avenue), circa 1945. Photo courtesy of Lemon Grove Historical Society.